

C E N T R A L I N T E L L I G E N C E A G E N C Y

OFFICE OF CENTRAL REFERENCE

22 August 1960

MEMORANDUM FOR: The Joint Study Group

SUBJECT: The Uncoordinated Proliferation of Requirements

1. The Group will recall that during the presentation of the OCR plan for a Central Requirements Registry, the Chairman requested that a set of examples of failure adequately to coordinate the levying of requirements for field collection be provided the Group. It is the purpose of this paper to satisfy that request.

2. There are two forms in which the failure to coordinate requirements can manifest itself:

a. The indirect requirement which is levied by Agency A on behalf of Agency B: This form usually has its result in simultaneous levying of the same requirement on two or more collectors without mutual knowledge of the receipt of the requirement. Thus, we find the development of competition for available assets with potentially dangerous loss of all assets.

b. The direct requirement which has been levied for field collection without exploitation of the files available in headquarters: This form is the most reprehensible because it demonstrates the incompetency of the analyst. When the collector exerts his effort to collect materials, he is entitled to expect that these materials will be used before new requirements are levied.

3. To provide actual cases of the first form (para. 2.a. above) is very difficult because there is actually no documented link between the primary requirement and the collector. However, the best cases-in-point come in the publications procurement field. The classic one is the case of the competition which developed in Hong Kong for publications which had been smuggled out of Communist China. The added expense to the government and the failure of all organizations to receive copies of what had been procured by any one of the bidding customers constituted the greatest fault. Requirements are now coordinated and in the case of single copies, reproduction is carried out and all benefit. In visits to posts abroad, representatives of the Committee on Procurement of Foreign Publications have frequently been able to link up parallel requests for materials sent independently to Service Attachés with

- 2 -

those sent through the coordinated want lists processed through the CIA Library and which represent the desiderata of more than 20 departments and agencies of government. At posts where a full-time Publication Procurement Officer is located, we have urged the formation of informal weekly meetings with the Service Attaches so that the joint exploitation of limited assets will be the rule rather than the exception.

4. The second form of failure to coordinate requirements with repositories in headquarters before levying them for collection in the field is easy to document. To list all of the cases detectable to OCR would require a report so voluminous that no one would care to read it. So, we have selected representative cases from the recent past to illustrate our points that the repositories are not checked before the requirement is composed and that in some cases, the requestor indicates that he has checked the registers when in fact he has not. The latter category will be illustrated, but the remedial action lies in the office of the requestor and not in the requirements coordination staff.

a. ORR/CIA RD 60-0532, 22 March 1960. Information on Bulgarian aid to the UAR for the construction of a military airfield was requested. The requestor indicated that the Industrial Register/OCR (IR) had been consulted. The answers to all the questions asked were to be found in IR/OCR, and when confronted with the files, the requestor admitted that he had not checked IR.

b. OSI/CIA HD-A 8186, 14 July 1960. Information was requested on Communist Chinese biological and agricultural research facilities. The majority of the requirement could have been satisfied from the files of IR and the Biographic Register (BR). The analyst was contacted, and she said that she would check the registers prior to starting her project.

c. OSI/CIA RD-A 8191, 15 July 1960. Preparation of MIS sections on public health in several countries was the generator of this RD. Much of the information was already in OCR's files in the form of official publications of the target countries.

d. OCI/CIA 2835-60, 1 June-31 August 1960. ORR analyst submitted a requirement for the correct name of a Polish metallurgical plant. A telephone call to IR would have given him the information without a formal requirement.

e. Army, DASRIN 19/SC-198/DAS-662, 28 December 1959. This requirement for information on Hungarian television receivers was levied on State by the Army. The Industrial Register had 74 reports dated from 1956 through 1959 with photographs which practically exhausted the requirement. Here again the requestor claimed to have checked IR, but he had not done so.

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- 3 -

f. Army, RDX 936, 14 July 1960. Request levied on CIA; G-2 USAREUR; and USARMAs in 7 countries for information on wire communication equipment. IR had 19 plant dossiers on the subject and produced a compilation and summary of information dated 17 August 1960 which will satisfy a substantial portion of the requirement. No field action will be required.

g. Navy, SRI H2D3, 3 July 1958. Requested 3 translations from the USNA, London, of which 2 had been listed in the Consolidated Translation Survey and the third was in process of translation. A phone call to FDD would have saved the requirement.

h. Navy, SRI 922H2D4, 3 February 1959. Requirement levied on USNA, Tokyo, for information on Japanese transistor manufacturers. The information requested was contained in manufacturers brochures on file in IR.

i. Navy, SRI 922H4, 12 February 1959. Requested photography of Chinese ports to be furnished by DDP action. A check in the Graphics Register (GR) produced a voluminous machine listing of the required photography. A Navy spokesman stated that the analyst should have checked the Washington files before levying the requirement for CS procurement. Action had been taken by CS, at what risk we do not know, to produce several reports. This was a case of coordination having taken place after the collection action had been accomplished.

5. Other types of requirements which are not centrally controlled and which tend to create undesirable duplication are:

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a. Solicited Requirements by [redacted]: Through operational channels to the Military Services, [redacted] very often will solicit requirements for a specific available source. Responses to this solicitation are sent back directly to [redacted]. 25X1A8a

b. Notices of Intelligence Potential, OO/C: These notices are issued directly to USIB components and the responses are sent directly back to OO/C.

c. Evaluations: In the preparation of evaluations of reports, analysts frequently will add requirements to the evaluation which do not get into the system.

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6. During the early days of [redacted], the Industrial Register became aware of a condition in which requirements in a travel brief were being answered, and yet the same requirement was being repeated in the updated form of that same brief. Further, through the debriefings of returning attaches, we learned of the confusion in the field by this interminable duplication of the same requirement. To alleviate this situation, the Register began preparing the Responsive Reporting Digest in early 1957. This publication called the attention of the analyst preparing the revised briefs to pertinent reported

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S-E-C-R-E-T

- 4 -

information. This publication did not provide controlled evaluation of the responses for the information of the field collectors. Thus, in January 1959 it was superseded by the Guide to Field Reporting. This new instrument cross-referenced the reports with the brief and was disseminated to the contributor of the requirement as well as the field collector. The success of any collection effort depends to a large degree on the maintenance of enthusiasm on the part of the collector that he is making a contribution to the total effort. There is no better way to dampen that enthusiasm than to continue to submit the same requirement several times as though he had never responded to it at all.

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Deputy Assistant Director
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